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City of Toronto

From The Director-General's Desk

After a rather quiet first half of the year, we are once again besieging you with information on our ongoing planning programs. By now you will have received the proposed Redevelopment Guidelines for the Rimrock Hotel in Banff, as well as the proposed guidelines for Outlying Commercial Accommodation and the background report for Kootenay National Park. This will be shortly followed by the background reports for Banff, Jasper and Yoho. The next several months will be busy for both yourselves and our planning staff as we work on preparing the individual park plans for the four parks.

I look forward to your active participation.

Steve Kun
Director General
Western Region
Environment Canada - Parks

Municipal Committee Established for the Town of Banff

In February of this year, an agreement was signed between Don Golding, chairman of the Banff School Board, and Federal Environment Minister, Tom McMillan to establish a Banff Municipal Committee. Mr. McMillan described the agreement as a new beginning in the consultation between the community of Banff and the Department of the Environment.

The Banff Municipal Committee, consisting of the seven elected trustees of the Banff School Board and up to six other members appointed by the Minister, will assist with the administration and management of the Banff townsite in matters over which Environment Canada - Parks previously had exclusive authority.

The Banff Municipal Committee will act as the formal means of contact between residents of Banff and the department and will provide recommendations to the Park Superintendent on matters concerning the general administration of the townsite.

The Committee will provide public input on land use and development control, make recommendations on amendments to the National Park Regulations affecting the townsite and continue to investigate future steps towards possible municipal self-government for Banff townsite.

"It makes little sense for the federal government in Ottawa to be laying down the law about local matters when they could be dealt with more effectively by the people directly affected - the townspeople themselves," said Mr. McMillan.

Banff Townsite Planning Program

Environment Canada - Parks and the Banff School Board have initiated a planning program to revise the existing plan for the town of Banff. To direct the program, a steering committee has been established consisting of appointees from the Banff Municipal Committee and Environment Canada - Parks.

The Steering Committee will have a variety of responsibilities throughout the planning program. These include approving the terms of reference for studies to be undertaken as part of the program; designing the public consultation program and hosting public meetings; and reviewing and approving planning recommendations and the draft plan. Prior to implementation, the new plan will require the approval of the Banff Municipal Committee.

The town plan, aimed for completion in 1987 - 88, will be developed within the context of the *Management Framework for Four Mountain Parks*, announced by the Minister of the Environment in February, 1986.

The planning program, has four main phases:

1. data collection and analysis focusing on a variety of issues.
2. development and assessment of solutions to current and future planning problems and issues.
3. preparation and review of a draft plan.
4. preparation of a final plan for consideration by the Minister of the Environment.

One aspect of the planning program which will proceed more quickly than the remainder, is the development of planning recommendations for commercial land use and the downtown core area. A number of private developers have expressed an interest in developing more commercial space in the town. Environment Canada - Parks officials have indicated that land will not be released for this purpose until planning recommendations for commercial land use have been developed. These recommendations will be prepared by the end of 1986.

Public involvement is an important part of the planning program. Methods and timing for obtaining public input will be identified by the Steering Committee. Opportunities for public input will be available at each phase of the program.

Trans Canada Highway - Wildlife Research

The completion of 12 km of twinned Trans Canada Highway, including wildlife protection features, facilitated the initiation of sophisticated wildlife research in Banff National Park. One of the conditions of approving the twinned highway was the obligation to study the performance of its unique environmental mitigation features. Accordingly, a program to reveal the effects of the highway on elk and sheep has been undertaken.

Thirty-five elk have been fitted with radio transmitters. Periodic relocation on the basis of their unique signals reveals their whereabouts in the Bow River Valley and how they relate to the Trans Canada Highway in their daily and seasonal movements. Also, individual underpasses and habitat utilization patterns are being studied to determine the acceptability of the underpasses to various species and any influences this may be having on total available habitat access. Problems would be dealt with by design changes and habitat manipulation.

To determine the effect of highway twinning on important roadside habitat for bighorn sheep above Vermilion Lakes, studies, including telemetry, have also been initiated there. Special investigations regarding the possible need to provide alternate forage areas to replace those lost to highway construction will be conducted.

Presently, the unique opportunities of comparing wildlives' reactions to a twinned, fenced highway (km 0 to 12 - Phase I) to a twinned, unfenced highway (km 12 to 27 - Phase II) is being emphasized. Subsequent to the fencing of the Phase II in 1986, the post fencing efforts will be evaluated.

Bruce F. Leeson
Environment Canada - Parks



Collared Elk for T.C.H. Wildlife Research Program.

Photo credit: John C. Woods

Banff Townsite Peripheral Land Use Initial Environmental Evaluation

Urban development, transportation and recreational land use pressures in the lower Bow River Valley in the vicinity of Banff prompted Environment Canada - Parks to undertake an evaluation of those influences on the environmental peripheral to Banff townsite. A complete resource inventory has been conducted. Additionally, intensive investigations of wildlife habitats and habitats in the vicinity have been completed.

The findings have revealed that elk and deer, which are highly prominent species in the townsite area, have been strongly affected by development activities which have occurred in the past decade. In some instances, such as elk seasonal migration, further blockage of traditional migration routes could cause serious disruption of access to winter ranges.

Archaeological investigations have revealed extensive, lengthly and heretofore unknown occupation of the area by prehistoric humans. Much has been inadvertently lost by past land development. Far greater care to search for and preserve the prehistoric cultural heritage will be required in future disturbances.

The final report is nearing completion and will be presented as a component of the current town of Banff planning program.

Ski Competitions in National Parks

Federal Environment Minister Tom McMillan has announced a new policy for holding national and international ski competitions in national parks.

In the past the number of National Championship and World Cup events that have taken place in Banff and Jasper national parks has been restricted.

The new policy, which is the result of extensive consultation with the public and special interest groups, removes the restriction on the number of events allowed in national parks. The manager of the ski area and the park superintendent will decide on each event. The Canadian Ski Association and Federation Internationale de Ski guidelines are to be used to govern the hosting of these events.

The policy will be in place for a five year trial period and will be subject to a full review at the end of this period. The Parks Service will closely monitor the environmental and social impacts of these events to ensure that these impacts are minimized. The results of the monitoring process will be available to the public on an annual basis. As well, opportunities will be explored for broadcasting heritage messages during the media coverage of each event.

Olympic ski events are not covered by this new policy. Any requests for such events would be subject to a major review and specific approval by the Federal Environment Minister.

Marmot Basin Ski Area

The planning program for the Marmot Basin Ski Area is now complete, and the plan will shortly be submitted to the Minister for his review and approval. The plan provides for approximately doubling of existing capacity, including new lifts, day lodges, parking and services. The contentious "Peak Lift" is not part of the plan and the back of Marmot Mountain is excluded from the ski area for environmental protection reasons.

The Initial Environmental Evaluation which examined the environmental implications of the ski area development plan has been completed and is available for review. If you wish to borrow a copy, contact Dr. B. Leeson at Parks' Western Region Office [(403) 292-4438].

Fort Langley Management Plan

Environment Canada, Parks has been involved with the site of the old fur trading post, Fort Langley, since 1923. The park, which preserves the site today, is the result of the cooperative efforts of the Sons and Daughters of British Columbia, the municipality of Langley and the province of British Columbia.

The objectives for the park which become primary considerations in preparing management plan revisions are to: -

- a) Preserve the existing historical resources,
- b) Interpret the story of the Fort over its entire history,
- c) Interpret the on-site resources of the park,
- d) Improve existing reconstructed or restored structures where possible to correct demonstrated divergences from Fort Langley's historic fabric,
- e) Restore such features as gardens and secondary structures to reflect the historic setting of the Fort's most active phase,
- f) Provide and maintain visitor facilities and services.

To provide direction for development and management, and to reach the objective of the Park, it is necessary to review and revise the existing management plan from time to time. A great deal of work has been done over the years in archaeological investigation and historical research.

Prime concerns in the revised management plan will include the management of historical resources, management and interpretation of archaeological data, coordination and cooperation of historic links controlled by other authorities, protection of all artifacts, protection and monitoring of the surface environment and a review of visitor facilities and services.

The management plan revisions are in the final preparation stages. Environment Canada, Parks has targeted mid-November 1986 as the time for conducting the public consultation program. The site for consultation will be at Fort Langley. Exact dates will be announced with the presentation to the public of the revised plan. Environment Canada, Parks will be encouraging citizens, associations, interest groups, municipal governments, associated provincial agencies and departments, and local MLAs to become involved.



Displaying furs at Fort Langley.



Marmot Basin Ski Area

Mount Revelstoke and Glacier National Parks

In January, 1986, Environment Canada - Parks distributed "Plan Concepts" for Mount Revelstoke and Glacier National Parks to the public for review and comment, as part of the Alternative Concepts phase of the planning program. Four hundred and ninety Plan Concept packages were mailed to participants on the mailing list.

Comments were solicited on each of the 69 conceptual plan statements and 19 options presented for Glacier National Park and each of the 51 conceptual plan statements and 9 options for Mount Revelstoke National Park.

One hundred and thirteen response forms were received on Glacier National Park, and 108 response forms were received for Mount Revelstoke National Park.

In general, the respondents supported the conceptual plans proposed by Environment Canada - Parks.

A report itemizing the public comments made through the response forms, as well as in letters and briefs and in written and verbal submissions made at the open house meetings that were held in late February and early March, is being prepared.

Copies of the Public Input Summary will be mailed to all the participants on the mailing list for the Mount Revelstoke and Glacier National Parks Planning program. If you are not on this mailing list and would like a copy of the input summary please contact the Public Consultation Coordinator at the Environment Canada - Parks regional office in Calgary.

Mount Norquay Ski Area

The Mount Norquay Ski Area planning program is continuing. Banff Lifts Limited, ski area managers, submitted a revised development plan to Environment Canada - Parks in January 1986. The Initial Environmental Evaluation (IEE) which examines the environmental implications of the 1986 proposal, is nearing completion. Public review of the development plan and the IEE is expected to occur at the beginning of the 1986-87 ski season.



Mount Norquay Ski Area. Photo credit: Chevron Canada Resources Ltd.

Gulf of Georgia Fishing Complex

The Gulf of Georgia cannery at Steveston, B.C. has been an important part of the British Columbia fishing industry for over ninety years. Little is left of the buildings or machinery used in the industry over the last century; the best of what remains is at the Gulf of Georgia. For that reason, the Historic Sites and Monuments Board of Canada selected it to represent the history of the West Coast fishing industry, and Environment Canada - Parks will eventually develop it into a national historic park.

The Gulf of Georgia plant represents a very different Canadian history from that of fur trade posts, military forts or great men. It represents the history of men and women working, or investing in extracting and processing raw materials, turning the resources of Canada into finished products. In the case of the Gulf of Georgia, it meant turning British Columbia's rich sea life into canned food, fish oil or fish meal between 1894 and 1979.

The cannery in fact comprises a whole complex of buildings. Discovering its history has involved the work of the West Coast fishing historian for five years. The records are not arranged in neat

files, they are in the buildings themselves, in the machinery used in the fishing industry, in reports, plans, specifications and business records, and in the memories of the women and men who worked there. Fishing and processing are often demanding jobs, leaving little time for abstract speculation about the manufacturing or use of nets, how different pieces of machinery fitted together or why changes in canning technology happened. Photographs, fire insurance maps, bills of lading, the plant itself and the memories of workers have all had to be consulted and put together in order to reconstruct what happened in the Gulf plant sixty years ago, and how or why changes came about, so that Historic Resources Conservation can acquire the right artifacts, Restoration Services can stabilize or repair the most important parts of the building, and Interpretation can present the story of Canada's West Coast fishing accurately and interestingly.

The largest and most impressive structure at Gulf of Georgia is the cannery / reduction plant built in 1894. It was the largest and most modern fish cannery in the province until 1902, and was rightly described by a contemporary newspaper as "the monster cannery at Steveston". Until 1930, the Gulf of Georgia plant was one of the most important salmon canneries in the province, originally for the "Gulf of Georgia Canning Co.", then Malcolm and Windsor, and finally the Canadian Fishing Company (Canfisco). Canfisco took

over the cannery, net loft and fish buying functions of the plant in 1926, but the Depression meant a halt to salmon canning in 1930. Fish buying, net construction and net repair continued, but only once again, in 1946, did the Gulf of Georgia plant can salmon.

In 1940, wartime demand led to a reactivation of the plant for herring canning. At the same time, a herring reduction plant was set up to process herring into oil and meal. A new seine loft was built to the west of the main plant in 1939. This was followed by the reconstruction of the 1894 cannery to accommodate herring canning and reduction, as well as the construction of a whole complex of new buildings. Herring canning went on until 1947, and herring reduction, for oil and meal, to 1979.

The Small Craft Harbours Branch of Fisheries and Oceans acquired the Gulf of Georgia complex as part of its harbour redevelopment program at Steveston in 1979. It then leased the site back to Canfisco, for use as a net loft. Environment Canada acquired ownership of the site in 1984, continuing to lease it to Canfisco until 1990, and is now stabilizing the structures as the first step towards its development as a national historic park.

Richard Stuart
Regional Historian



Gulf of Georgia fish processing plant, circa 1945.



South side of main cannery building circa 1900

Photo source: Vancouver City Archives



Unloading herring seines, 1982

Architectural Motif for Waterton Lakes National Park

Long range design guidelines for Waterton are the subject of a report to be prepared by the firm of Gowling and Gibb Architects of Calgary. The architects have assembled a team including Garth Balls of Land Plan Landscape Architects and Dr. Michael McMordie. Dr. McMordie, the noted architectural historian, will be preparing an architectural history of Waterton, which will help provide direction to the guidelines. A review panel has been formed which will include the consultants, the superintendent, and two representatives of the leaseholders. Two public meetings were held on the Labour Day weekend to introduce the subject, and another meeting is scheduled for early November. The report will be completed in January 1987. A further public meeting is planned for the spring of 1987.



Peace Park Pavilion - Waterton Lakes N.P.

Cooperating Associations

WHAT THEY ARE

Environment Canada - Parks is always looking for new and flexible ways to protect and present our heritage resources. Cooperating associations are one way.

Cooperating associations are formed by groups of volunteers interested in natural and human heritage values. They are non-governmental, registered charitable organizations dedicated to supporting national parks, national historic parks and sites or heritage canals.

Environment Canada - Parks provides a wide range of services to the visitor. However, available resources often limit the range of services that can be offered. Cooperating associations supplement Parks programs, making park visits safer and more enjoyable.

WHAT THEY DO

Signed agreements between Parks and cooperating associations enable an association to offer a variety of unique services and events.

Heritage education programs, trail improvements, canoe outings, pageants and living history demonstrations are examples. Associations often produce and distribute park-related publications.

Cooperating associations may establish museums and sales outlets in or near parks and sites. A diverse range of quality heritage literature and related goods may be sold. Books, trail guides, maps, postcards, historic reproductions and authentic theme-related Canadian crafts are examples.

These newly-developed products are intended to stimulate local economies and complement, rather than compete with existing services.

Since the program began in 1981, over 25 cooperating associations have been established across the country. The associations offer people the opportunity to become involved with parks and meet needs that would not otherwise be met. They play an important role in helping visitors enjoy our national parks, national historic parks and sites and heritage canals.

COOPERATING ASSOCIATIONS IN WESTERN CANADA

Waterton Natural History Association
Lake O'Hara Trails Club
Jasper-Yellowhead Historical Society
Friends of Rocky Mountain House National Historic Park
Friends of Elk Island Society
Fort Langley National Historic Park Cooperating Association

FOR MORE INFORMATION

Please contact the superintendent of a park or site near you or the regional Cooperative Activities coordinator. For the western region the address is:

Environment Canada - Parks
Western Region
220 - 4th Avenue South East
Calgary, Alberta
T2P 3H8
(403) 292-4441

Rimrock Development Guidelines

A summary of public response to the draft guidelines for development of the Rimrock Hotel in Banff National Park has been completed.

Of the 62 responses received, a large majority generally favoured the draft. Concerns were however expressed throughout with regard to design considerations, visual quality and landscaping. Many comments were made regarding parking at the hotel and the probability of traffic congestion due to increased patronage.

Those who did not favour the draft guidelines expressed serious concerns about the environmental and visual impact of further development. The extent of the proposed development was unknown, leading to the belief that it was in excess of what is allowed for Outlying Commercial Accommodation which is already provided with provisional guidelines. This was an overwhelming common point of contention with most respondents, and caused Environment Canada - Parks to consider a substantial revision of the draft guidelines in this regard. In response to public concerns, Environment Canada - Parks is including an additional statement section 8, that will say - "Due to the potential high visibility and visual impact of the building envelope, the proponent shall be required to undertake and satisfactorily complete a visual impact assessment as part of the Federal Assessment Review Process. The findings of the assessment, with any necessary mitigative measures, must be submitted with or in advance of the proponent's submission for Architectural and Siting Approval". The developer has already agreed to this condition.

Finally, the public recommended throughout that strong enforcement of the guidelines be applied.

Who is Participating

The PARTICIPATION newsletter has been progressing into a more regular issue over the past two years. We began the newsletter in 1976 to provide a vehicle for informing the public about current and specific planning programs. This remains the key to its publication.

We have however, been expanding the variety of articles being used. The Centennial activities featured in Volume 4, December 1985, became a natural for presenting other Parks information to the public. The need to project upcoming planning programs is to become more prominent in subsequent issues. We believe this information will aid public groups and interested individuals in planning their busy schedules and allow them to continue providing valuable input.

In almost every program, we are questioned as to who and how many different individuals and groups are responding. We think it is important that our contributors are aware particularly of other groups that are actively participating. At last count, the Western Regional mailing list includes seventy five public and commercial groups, associations and organizations that can be expected to respond. Parks believes that most respondents would be interested in the groups we regularly hear from. Our proposal would be to profile one and possibly two of these organizations in each future issue of PARTICIPATION. The profile to be included would not be more than 300 words and would provide information on the group's background, affiliations with national or international organizations, primary purpose(s) and objectives, existing membership numbers, qualifications for membership, meeting schedules, membership fees, current contacts for more information and upcoming events. The profile would be written and submitted by the organization.

We think groups and organizations have an interest in other groups who respond to national park preservation, conservation and use concerns. What do you think? Drop a letter to:

Syd Moore
Public Consultation
Environment Canada - Parks
520, 220 - 4th Avenue S.E.
P.O. Box 2989, Stn. M
Calgary, Alberta
T2P 3H8



Public providing input on Marmot Basin Ski Area Development Proposals.

The Co-sponsorship Public Program

The Environment Canada - Parks public consultation office has introduced a new component to its regular "meet the public" program. We have, during all our years in the public consultation business, been reminded that "early involvement" is essential to ensure the consideration of public input to planning proposals. What this means first of all, is that the public needs to be made aware of the issues requiring planning action early in the planning process or prior to establishing alternatives. Second, it means "time". Time for the public to do some study and research before being asked to make opinions and recommendations concerning a specific proposal.

Through the PARTICIPATION newsletter, we can hopefully cover part of this objective for early involvement by identifying upcoming programs. In addition, we are introducing and encouraging the *Co-sponsorship Program* on a more general basis. Our first attempt (experimental) occurred in 1978 during the planning program for Elk Island National Park.

The general idea of the program, is that groups or organizations would be encouraged to invite Parks planners to attend meetings scheduled and conducted by the groups, to discuss specific or general planning issues that are of specific concern to them. The public consultation office could provide assistance with some of the costs involved (publicity, rental of facilities, etc.) particularly when the group meetings are open for the public to attend.

Although the *Co-sponsorship Program* would not totally eliminate our present formats for conducting public forums, it would provide more flexibility to the groups who are regular contributors and supporters of the public consultation program. The co-sponsored meetings could be especially important when formulating proposals, preparing terms of reference prior to planning, and would respond to some degree to the request for "early involvement".



Public meeting on Lake Louise Development



Mall display on Lake Louise Development